



**SMALL SCALE SALVAGE
THREE YEAR STRATEGIC PLAN
04/05 – 06/07**



July 15, 2004

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Approved

04-07-20

Date

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THREE YEAR STRATEGIC PLAN

1. PURPOSE

The purpose of this document is to outline the Ministry of Forests' strategy for small scale salvage for the next three fiscal years (04/05-06/07).

The report is intended to present ministry staff and small scale salvage clients the goals and strategies to achieve the stated objectives.

The strategy takes into account the funding and staffing resources, which have been allocated to the ministry as well as the recommendations included in the "Report of the Small Scale Salvage Committee" December 2003.

2. INTRODUCTION/HISTORY

For more than 20 years, small-scale salvage has been used as a tool to salvage and utilize timber that would otherwise not have been harvested, and to address forest health objectives in certain parts of the province. As of 1998, small scale salvage became a formal program with more than 100 full time equivalent staff (FTEs) dedicated to its implementation.

In recent years, the program has grown significantly in the interior as a result of the increase in tree mortality from growing bark beetle populations and the increase in the popularity of small scale salvage as a means to earn a living.

In 2002, the small scale salvage program underwent significant assessment in association with the ministry's overall review of its Core functions. Due to the high level of ministry resources required to delivery the program, the small scale salvage program was determined to be unsustainable and significant changes were proposed to place the program on a sustainable basis. The proposed changes included moving the program from the conventional "over the counter" issuance of timber sale licences (finder's permits) to a more efficient delivery system including longer-term and larger non-replaceable licences.

These new licences included Salvage Non-Replaceable Forest Licences (SNRFLs) and Community Salvage Licences (CSLs). The use of conventional licences was anticipated to be minimal. Year 2003/04 was intended to be a transition year and in the spring, changes to the *Forest Act* were passed to enable the transition. Transitional funding that supported 38 FTEs was provided to the ministry for one year only.

Given the strong response from the small scale salvage clients to the proposed changes, a committee chaired by MLA Pat Bell was established to review the small scale salvage program and provide recommendations. At this time, the original plan to transition the program to SNRFLs and CSLs was put on hold and ministry staff continued to issue over the counter timber sale licences.

The committee's final report was submitted to the minister in December 2003. The report strongly supported the continuation of small-scale salvage and included 17 recommendations aimed at improving the program.

Also, as part of the budget for 2004/05, the government announced support for the continuation of small scale salvage in the province and included an allocation of \$2.1 million each year for the next 3 years. This represents a 30% reduction of resources available to implement the program from 2003/04.

3. MINISTRY OBJECTIVES AND GOALS FOR SMALL SCALE SALVAGE

Mission Statement:

The overall ministry objective is to attain the appropriate level of small scale salvage delivered through cost-effective delivery methods that achieve the ministry's goals identified below.

For the purposes of this Three Year Strategic Plan, Appendix 1 of this document includes a detailed definition of small scale salvage.

Ministry Objectives for Small Scale Salvage:

The ministry's objectives for small scale salvage include the following:

1. Harvest and utilize small volumes of timber that are dead and/or in danger of being significantly reduced in value, lost or destroyed and would otherwise not be harvested;
2. Reduce the spread of insects and disease and contribute to forest health management;
3. Provide employment and business opportunities for small independent operators and communities;
4. Ensure a cost-effective program that contributes to government revenues;
5. Recognize and meet the government's objectives with respect to coarse woody debris; and
6. Reduce forest fire hazard by reducing the dead and down fuel load.

Ministry Goals for 2004/05 through 2006/07:

The goals for the next three years are to:

- Increase the volume of timber that is issued under licences and that is available for salvage operators from the level experienced in 2003/04. The volume issued under small scale salvage licences during 2003/04 is estimated at 500 000 m³;
- Significantly increase the number of licences issued under professional applications for FLTC and decrease the number of licences issued under conventional applications;
- Improve the monitoring and reporting of small scale salvage accomplishments; and,
- Resolve outstanding issues and policy questions regarding small scale salvage.

Strategies to Achieve the Goals:

- Continue with the shift in focus to more efficient delivery models including the professional application, SNRFLs and CSLs and reduce the use of conventional application. These models place more responsibilities on the licensee for planning and referral and will result in quicker processing of applications.
- Establish a total of 800 000 m³ per year **under licence** (FLTC, SNRFL, CSL) by the end of March 31, 2005. These goals have been allocated for this year and were based upon historic program delivery, client demand, and the resources available to deliver the program.

It is recognized that the implementation of SNRFLs and CSLs will take considerable up front resources to consult, advertise and award the licences. The success of these new types of licences is to be assessed prior to committing to an increase to these original targets.

The goals for conventional and professional applications are not to be viewed as ceilings and district should continue to award licences over and above these goals if possible.

- Develop and implement province wide, a professional application for FLTC. This process will transfer the majority of the responsibility for the pre and post harvest planning from the ministry to the salvagers.
- It is intended that the use of conventional applications will be phased out over 1 to 2 years. At that time the use of conventional applications will be limited to sales where the volumes, or values of the timber involved are too small to justify using a professional application.
- Continue to improve the processes and procedures associated with the advertising, evaluating, awarding and monitoring of the various licences available for delivering small scale salvage. Detailed descriptions are included in Appendix 2 and 3.
- Develop and implement a new monitoring and reporting system for 2004/05. Reporting criteria will focus on volume under licence, volumes harvested and scaled, and revenue generated. Reports will be available from FTA to the district, regional and provincial levels.
- Conduct an evaluation of the effectiveness of small scale salvage operations with respect to meeting the ministry's objectives identified under Section 1.0.
- Resolve the outstanding issues facing small scale salvage which have been identified, prioritized and listed in Appendix 4. Recommended time frames for resolution of the issues has also been identified.

4. PRICING

A very significant component of small scale salvage is the pricing of the timber. Pricing is guided by policies included in the Interior and Coast Appraisal Manuals. Different methods are used to price the timber based upon the type of timber involved, the type of licence granting the rights to harvest, and the volume of timber authorized for harvest under the licence.

For the Coast, new rates have recently been established. These include rates for the salvage of damaged timber, and for post harvest material. The Coast Appraisal Manual outlines the conditions under which these rates may be used. As well the appraisal manual includes rates for special forest products. The Coast Average Stumpage Rate Schedule can be found at the following ministry website:

www.for.gov.bc.ca/hva/timberp/coastaverage/stumpagerates.htm

For the interior, a FLTC which provides for a volume of less than 500 m³ is eligible for a stumpage rate of one half of the District Value Index (DVI).

Operations under licences such as a SNRFL, CSL, FLTC with a volume greater than 500 m³, and other major licences such as tree farm licences and forest licence, are not eligible for the one half DVI rate and must use a different appraisal method in accordance with the Interior Appraisal Manual.

Revenue Branch is currently reviewing the method of pricing small scale salvage timber for the Interior. It has been proposed that regional salvage tables be created for damaged timber and for post harvest salvage. The tables would apply to all non-auctioned salvage cutting authorities. It is anticipated that a new method will be finalized by late summer 2004.

5. MLA REPORT

In 2003/04, an MLA committee conducted an in-depth review of the small scale salvage program. The Committee's report included a total of 17 recommendations aimed at streamlining and improving delivery of small scale salvage. Of the total 17 recommendations, 14 have been or will soon be implemented by the Ministry of Forests. The remaining 3 require further review (see Appendix 5 for further details).

6. FIRST NATIONS CONSULTATION

To address legal obligations, forest development decisions will be the subject of consultation efforts between First Nations and government. An appropriate consultation process should be employed for each type of decision under the Ministry's mandate that is capable of affecting aboriginal interests. The consultation process will consider the degree to which the forestry decision impacts the land base, and the degree to which the First Nation likely has aboriginal interests within the area under decision.

The Ministry of Forests relies on working relationships between local staff and aboriginal groups to carry out consultation in a flexible, workable and efficient manner. Where possible, steps should be taken to consolidate consultation activities at the TSA (Regional/District) level. The process of "batching" consultation activities (perhaps for all salvage decisions to be made in the management unit) can be conducted to reflect the nature of the impact of these activities on the land base, and to address the volume of referrals that would be provided to First Nations.

The Provincial Consultation Policy (2002) and Ministry of Forests Aboriginal Rights and Title Policy (2003) with guidelines can be viewed at:

<http://www.for.gov.bc.ca/haa/Policies.htm>

Consultation requirements may vary from the established policy if there is a subsequent agreement signed with a First Nation that stipulates a revised consultation process. There are several types of agreements such as: Interim Measures Agreements, Consultation Agreements, or Forest and Range Agreements.

7. COMMUNICATION PLAN

In light of the program's history and the high level of expectation and demand, it will be important to communicate effectively with ministry staff, salvagers, First Nations and other key stakeholders.

In addition to this three year strategy, various directives, bulletins, templates, presentations, and policy updates will be developed. These documents will be posted to the ministry's small scale salvage public webpage:

<http://www.for.gov.bc.ca/hth/timten/small-scale-salvage.htm>

APPENDICES

APPENDIX 1

DEFINITION OF SMALL SCALE SALVAGE

Salvage is defined as the harvesting of:

1. *dead and/or down timber;*
2. *trees which have been damaged or infested with insects and will die within one year; and,*
3. *logging residue.*

For Western Red and Yellow cedar species, regional executive directors may further refine the definition to account for local issues.

This definition includes the salvage of timber floating on a lake or submerged in a lake (outside the E&N land grant), but does not include marine salvage within the Vancouver Log Salvage District. Marine Log Salvage within the Vancouver Log Salvage District will continue to be directed in accordance with Part 9 of the *Forest Act*.

For the Coast Forest Region, small marine operations, including root buck permits, A-frames, handlog operations, and beachcombing, (also known as Marine salvage) on the Coast north of the Vancouver Log Salvage District will be managed in accordance with separate strategy/policy developed by the Coast Region Executive Director.

Small scale salvage is not a tool that is intended to address the salvage of large volumes of timber killed or damaged by large fires, or epidemics of insect or disease. Small scale salvage is applicable in dispersed patches where other means to harvest the timber are not appropriate.

The ministry's stewardship responsibilities must be maintained during small scale salvage operations. Therefore, small scale salvage operations should maintain acceptable stocking levels if operations are selective harvesting; and not create clearcuts that will result in reforestation obligations. Given the current requirements under the *Forest and Range Practices Act*, small scale salvage activities should not result in a clearcut of greater than one hectare and if the operations include selective harvesting, the operations should not result in the residual stocking levels falling lower than the standards established for the site.

Due to the conditions currently existing in the province it is recognized that despite all the planning and due diligence, factors will lead to certain small scale salvage operations conducted under FLTC where silviculture obligations are incurred or should be incurred. However, the ministry does not have a mechanism to fund activities to establish free growing stands in these situations. This has been listed as an outstanding issue to be reviewed in detail in Appendix 4.

The maximum volume of incidental green timber required for access to the salvage timber or to remove a hazard posed to the operations that must be harvested in association with a small scale salvage operation should be minimized and should not exceed 10% of the total volume of timber harvested without a strong rationale approved by the district manager.

Salvage of logging residue may be conducted where waste assessments have been completed and salvage operations will not conflict with any obligations (silviculture/roads) that have been incurred by the original licensee that harvested the area. In addition, salvage operations must be consistent with the provincial objectives for course woody debris.

Small scale salvage operations should not require the construction of roads.

APPENDIX 2

DELIVERY METHOD

The current methods available to deliver small scale salvage include Forestry Licences to Cut (FLTC); Salvage Non-Replaceable Forest Licences (SNRFLs) and Community Salvage Licences (CSLs). The FLTC can be either the conventional application or the professional application.

These methods provide flexibility to the regions and districts to meet their individual situations and the ability to meet the local small scale salvage objectives. The percentages of volume harvested under the different methods will vary from district to district.

The following provides additional details on the various delivery methods: In addition, a matrix identifying the different criteria is provided in Appendix 3.

1 FORESTRY LICENCE TO CUT

1.1 General

- Authorized under Section 47.6 of the *Forest Act*.
- Grants right to harvest a maximum volume of 2 000 m³.
- RM or DM may enter into agreement up to 2 000 m³.
- If authority is delegated, a forest officer may enter into agreement up to 500 m³.
- No restrictions on whom can hold a FLTC.
- Deposit required.
- Term must not exceed 5 years, but for small scale salvage, the term is usually less than 1 year.
- FLTC for small scale salvage are not designated as major licences.

1.2 Planning and Silviculture

- A forest stewardship plan (FSP) is not required. (*Section 3 – FRPA*).
- Current regulations impose an obligation on the government to establish a free growing stand if the licence operations result in greater than 1 ha. clearcut or if the area (cut block) is greater than 500 m³. (*46(1) of FPPR*).

A change to the regulation has been proposed so that an obligation to establish a free growing stand will not be imposed for areas that are selectively harvested and the residual stand meets the appropriate stocking standards. The stocking standard may be set by the minister (DM) or default to reference guide stocking standards.

- At this time there is no funding appropriation in place for the government to address a free growing obligation. Therefore FLTC are not to be issued that would result in a clearcut of greater than 1 ha. or if it provides for selective harvesting, the residual stocking would be lower than the established standards.

1.3 Conventional Application (After 1-2 years, should only be used for small volume, low value sales).

- The applicant identifies the area for potential salvage.
- Ministry staff are responsible for the planning, lay-out, estimating volume, referrals, and assessments.
- The client notifies ministry when operations are complete.
- Ministry staff responsible for all post harvesting surveys.

1.4 Professional Application

- The applicant is responsible for the planning, lay-out, estimating volume, referrals and assessments.
- The applications signed and sealed by a forest professional.
- In addition, any post harvesting reporting requirements will also be signed and sealed by a forest professional.

2. SALVAGE NON-REPLACEABLE FOREST LICENCE

2.1 General

- A non-replaceable forest licence that restricts harvest to salvage material within a given geographic area of a TSA.
- Authorized under Part 3, Division 2 of the *Forest Act*.
- Competitively awarded.
- Only a bonus bid or bonus offer is considered in evaluating competing applications.
- Annual rent and deposits apply.
- By policy, operations will be restricted to clearcuts less than 1 ha.
- Similar to blanket salvage cutting permits (individual blocks amended to blanket cutting permit).

2.2 Planning and Silviculture

- Licensee required to prepare a Forest Stewardship Plan (FSP) (S. 3 of FRPA).
- Licensee required to prepare site plans for individual cut blocks (S. 10 of FRPA).
- Operations are exempt from free growing obligations if the operations are selective harvesting and the residual stand meets stocking standards for a period of 12 months (S. 44 (3) of FPPR).
- The DM may exempt from free growing if clearcut < 1 ha. and volume is less than 500 m³ (S. 91(2) of FPPR).
- Operations under a SNRFL will be restricted by policy to operations that meet the definition of small scale salvage. However, unlike FLTC and CSL, a SNRFL is a major licence and can incur silviculture liabilities. Therefore, in certain circumstances approved by the district manager, operations under a SNRFL may exceed the limits placed on small scale salvage.
- Under these conditions, obligations will be imposed on the licensee who may in turn transfer these obligations to a third party or the District Manager in accordance with the terms established under the FRPA.

3. COMMUNITY SALVAGE LICENCE

3.1 General

- Authorized under Division 7.2 of the *Forest Act*.
- Minister may invite an application for a CSL (direct award) or may invite one or more applications for a CSL (competitive).
- At least initially, the number of CSL opportunities that are invited or advertised will be limited.
- The CSL will have a maximum volume harvest limit for qualifying timber for the term of the licence.
- Annual rent and deposits apply.

3.2 Planning and Silviculture

- Licensee required to prepare a Forest Stewardship Plan (FSP) (S. 3 of FRPA).
- Licensee required to prepare site plans for individual cut blocks (S. 10 of FRPA).
- Any clearcutting operations under CSL are restricted to areas less than one ha. (S. 43.8(g) of the *Forest Act*).
- No free growing obligations imposed under legislation (S. 29 (1) of FRPA does not include CSL).

4. OTHER SALVAGE OPERATIONS

4.1 Forest Health Project

- Special case of a Forestry Licence to Cut restricted to sanitation in accordance with a government approved bark beetle management strategy.
- Contract must be awarded competitively.
- Silviculture obligations incurred (Forest Stand Management Fund).

4.2 Licensee Operations on Area-Based Tenures (WL/TFL)

- Licence holder is obliged to comply with management plan with respect to forest health and salvage opportunities.
- In general, licensees undertake small-scale salvage operations to deal with small patches of salvage, or arrange a contract with a salvage operator.
- Operations carried out under blanket salvage permits issued under existing licence.

4.3 Operations in TSA

- All TSA available for small scale salvage, but need to refer to licensee\BCTS first prior to approval (not conflict).
- Major licensees will have first refusal to salvage material within the district manager approved portion(s) of their operating area.
- Operations carried out under blanket salvage permits issued under existing licence (FL).
- DFAM work in progress may have future implications to small scale salvage.

APPENDIX 3

SMALL SCALE SALVAGE TOOLKIT

Instrument	Award Option	Term (years)	Harvest Limits	Planning requirements	Silviculture Liability	Comments
<i>Forestry Licence to Cut – professional application</i>	Direct award	Up to 5; policy 6 mth. to 1 year	up to 2 000 m ³	No FSP or site plan. Licensee does admin planning.	To Crown if > 1ha. clearcut or below residual stocking standards.	Overall strategy to shift to this delivery model.
<i>Salvage Non-Replaceable Forest Licence</i>	Competitive	Up to 20; Limited to 5 years by policy	None	FSP and site plan.	To licensee if > 1ha. clearcut or below residual stocking standards.	New form of licence.
<i>Community Salvage Licence</i>	Direct or competitive	5	Clearcut < 1 ha	FSP and site plan.	None - Forest Act specifies clearcut < 1ha.	New form of licence.
<i>Forestry Licence to Cut – conventional application</i>	Direct award	Up to 5; generally 6 mth. to 1 year.	up to 2 000 m ³	No FSP or site plan. MOF does admin planning.	To Crown if > 1ha. clearcut or below residual stocking standards.	To be phased out over 1-2 years in favour of professional appl.
<i>Actions by major licensees</i>	NA	Blanket salvage CP (4 years)	None	FSP and site plan.	To licensee if > 1ha. clearcut or below residual stocking standards.	Possible future implications with DFAM.
<i>Forestry Licence to Cut – forest health project</i>	Non-competitive (forest health contract must be competitive)	Up to 5	None	No FSP or site plan.	To Crown if > 1ha. clearcut or below residual stocking standards.	Only be issued in association with a contract under bark beetle management strategy.

APPENDIX 4

OUTSTANDING ISSUES

Priority	Issue	Comments	Time
1	Develop consistent approach to the Professional Application	Completed.	May 31, 2004
2	Silviculture Liability	Provide mechanism to fund and conduct reforestation on FLTC that incur a silviculture liability; Revisit rights and obligations for CSLs; No silviculture obligations on selective harvesting operations if stocking standards met	Jan. 1, 2005
3	Clarify licensee/DM's obligations with respect to forest health operations and salvage opportunities	Review the issue of licensee obligation for small scale salvage under DFAM	Jan. 1, 2005
4	Develop objective method to determine appropriate level of operation on district by district basis	Current targets were established based on combination of historic levels; demand; available resources. Need more objective approach to determine goals	Jan. 1, 2005
5	Forest fire fuel reduction	Further review interaction between salvage and fuel reduction	Jan. 1, 2005
6	Develop consistent business design for FLTC, SNRFL	Need guidelines; business maps/procedures and templates	Sept. 1, 2004
7	Develop regulation that provides for corporations to hold CSL	Legislation currently limited as to whom can hold a CSL. Need to expand by regulation	July 31, 2004
8	Process for applying/inviting application for CSL	Need guidelines; business maps/procedures and templates	Sept 1, 2004
9	Milling on landings.	MLA report recommended milling on landing be allowed. Need more review on this topic	Jan. 1, 2005
10	Registration	MLA report recommended establishing a register and max number of sales	Jan. 1, 2005
11	Evaluation Plan	Need to develop an evaluation plan to review the effectiveness of the program	Sept. 31, 2004
12	AAC allocation.	Currently no allocation for small scale salvage. Identify AAC allocation if required	Jan. 1, 2005
13	Road deactivation	MLA report recommended minimizing road deactivation. Significant concerns from MOF	Jan. 1, 2005
14	Theft	Working with C&E develop strategies to reduce the risk of theft while mimimizing C&E monitoring resources associated with SSSP	Jan. 1, 2005
15	Competitive Sales	Review options for increasing volume of competitive sales	Jan. 1, 2005

APPENDIX 5

MLA COMMITTEE REPORT

	Recommendation	Status	Impl.	Comments
1	The Province of British Columbia needs to establish a common policy for Small Scale Salvage	✓	✓	3-year strategy is a start to establishing common policy
2	The definition of Small Scale Salvage should be changed to better reflect the various applications and types of salvage operations	✓	✓	New definition included in 3-year strategy meets this recommendation. (Does not include marine salvage.)
3	The permitted timber harvest for small-scale operations should be raised from 500m ³ to 2000m ³ .	✓	✓	This change is included in Bill 33 which received first reading on April 26
4	All areas of publicly owned land within the <i>Working Forest</i> , with the exception of area-based tenure, should be made available for salvage	✓	✓	Some outstanding question regarding licensee resp on operating areas (DFAM)
5	Salvage opportunities should be opened up to waste logs that have been left behind on completed logging sites	✓	✓	Must be post waste assessment and no conflict with any outstanding silviculture/road obligations
6	Timber removed pursuant to a salvage licence should not be charged against the Annual Allowable Cut (AAC) of the major licensee, subject to the completion of a waste assessment	✓	✓	Salvage conducted post waste assessment will not be charged to major licensee AAC. Salvage conducted prior to assessment that meets merchantability specifications will be charged to major license AAC
7	<i>The Community Salvage Licence (CSL)</i> and <i>Salvage Non-Renewable Forest Licence (SNRFL)</i> should be continued	✓	✓	3-year strategy includes shift in focus to these types of delivery
8	All species of timber should be included for salvage opportunities	✓	✓	Definition in 3-year strategy includes all species
9	The pricing formula (stumpage) should reflect the appropriate value of wood supply and market demand	✓	✓	Revenue Br. is leading the review of pricing of salvage timber (To be completed summer 2004)
10	The permit process should be streamlined and timelines should be established to provide an expedient response	✓	✓	Shift to professional application process/risk based approach will achieve this objective.
11	A salvager should be given the option to employ a professional forester to develop the appropriate documentation for cutting permits	✓	✓	Standard professional application process has been developed as of June 1, 2004.
12	The administrative responsibilities for the Small Scale Salvage program should remain under the authority of the Ministry of Forests	✓	✓	MOF retained responsibility for small scale salvage
13	The Ministry of Forests should work with the Ministry of Water, Land and Air protection to develop waste regulations and stumpage regulations that grant salvagers the option of milling salvaged timber on landings			Significant issues need to be reviewed and resolved prior to the implementation of this recommendation. (under review during 2004/05)

14	A communication strategy should be developed to clearly outline the revised program for current and prospective salvage operators as soon as a new policy is approved and prior to implementation	✓	✓	Communication plan to be completed by end of May 2004
15	Road deactivation activities should be kept to a bare minimum and only performed for environmental and safety reasons			Significant issues with liability associated with the implementation of this recommendation
16	The "Association of BC Professional Foresters" should hold members accountable for the accuracy of reports, plans, and other documents that they would prepare specifically for Small Scale Salvage in BC	✓	✓	Accountability for professional conduct rests with the <i>Association of BC Forest Professionals</i>
17	Small Scale Salvage participants must register, pay an annual registration fee and sign a personal guarantee in order to participate in the Small Scale Salvage program			To be reviewed in 2004/05 for possible implementation in 2005/06